

Boone County, Indiana
2006 Pay 2007 Budget Order

An analysis of the data with the 2006 Pay 2007 Budget Order for Boone County shows that the budgets, levies and tax rates to be approved are in compliance with Indiana statutes.

Boone County has two cross-county units; Jamestown Town and Sheridan Community School Corporation. These units cross county lines with Hendricks County and Hamilton County. Because both of these counties have had their assessments and budget orders approved, the cross county units have been included in this analysis. However, it is important to note that data for these units is for the portions of the units in Boone County only.

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Changes in Local Tax Levies

Tax levy increases are made up of routine increases in controlled levies, increases in tax rate controlled levies and debt service levies. Controlled levies increase based on an annual growth factor or excess levy appeals. Tax rate controlled levies increase based on increases in assessed value applied to a specific tax rate (tax rates are adjusted downward to eliminate the effect of reassessment or trending).

The total net increase in tax levy for Pay 2007 on a county-wide basis was approximately \$12.5 million, or 17%. Following are the levy changes that were greater than \$1 million or a 10% change over the previous year levy. The largest total dollar increases in levy were due to the County unit (\$725,890), the City of Lebanon (\$332,436), the Town of Zionsville (\$4,290,826), the Zionsville School Corporation (\$5,406,795) and the Lebanon School Corporation (\$936,921).

Boone County

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
Health	\$497,755	\$548,439	\$50,684	10.2%
Children Psychiatric Residential Treatment	74,200	97,241	23,041	31.1%
Cumulative Hospital	370,988	517,322	146,324	39.4%
County 4-H	247,332	746,811	499,479	202.0%

Boone County Welfare

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
Welfare – Family and Children	\$1,558,190	\$1,719,221	\$161,031	10.3%
Welfare – Medical Assistance to Wards	18,550	15,559	(2,991)	(16.1%)

Center Township

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$65,072	\$77,544	\$12,472	19.2%
Township Assistance	11,568	120,150	108,852	938.6%

Center Township unit received excess levy appeals totaling \$119,177; \$109,177 for township assistance and \$10,000 for volunteer fire.

Eagle Township

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$8,809	-	\$(8,809)	(100.0%)
Township Assistance	5,873	11,753	5,880	100.1%
Fire	54,252	-	(54,252)	(100.0%)
Fire Building Debt	1,192	-	(1,192)	(100.0%)
Cumulative Fire	95,985	-	(95,985)	(100.0%)
Park and Recreation	4,769	8,516	3,747	78.6%

Jackson Township

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$9,394	\$12,025	\$2,631	28.0%
Township Assistance	4,310	2,785	(1,525)	(35.4%)

Jefferson Township

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$4,844	\$5,577	\$733	15.1%
Township Assistance	835	465	(370)	(44.3%)

Sugar Creek Township

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$17,530	\$14,770	\$(2,760)	(15.7%)
Township Assistance	-	4,320	4,320	-
Fire	24,817	27,718	2,901	11.7%

Union Township

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$19,111	\$24,590	\$5,479	28.7%
Township Assistance	5,415	894	(4,521)	(83.5%)

Worth Township

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$7,975	\$14,405	\$6,430	80.6%
Township Assistance	5,488	-	(5,488)	(100.0%)
Fire	15,451	18,754	3,303	21.4%
Fire Building Debt	44,308	38,205	(6,103)	(13.8%)
Fire Equipment Debt	35,675	46,006	10,331	29.0%

Lebanon City

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$2,004,171	\$1,611,312	\$(392,859)	(19.6%)
Fire Pension	204,053	518,388	314,335	154.1%
Police Pension	58,068	317,300	259,232	446.4%
Motor Vehicle Highway	17,366	-	(17,366)	(100.0%)
Park and Recreation	183,973	220,674	36,701	20.0%
Cumulative Capital Development	162,266	181,501	19,235	11.9%
Sewer Bond	370,118	452,447	82,329	22.2%
Sanitation	13,567	44,396	30,829	227.2%

Lebanon City unit received excess levy appeals totaling \$129,969 for pension payments.

Advance Town

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$71,433	\$80,210	\$8,777	12.3%

Jamestown Town

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$68,759	\$83,016	\$14,257	20.7%

Jamestown Town unit received a \$6,104 excess levy appeal for volunteer fire.

Ulen Town

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$25,368	\$28,817	\$3,449	13.6%
Motor Vehicle Highway	2,354	1,342	(1,012)	(43.0%)

Whitestown Town

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$91,753	\$283,487	\$191,734	209.0%
Cumulative Capital Development	7,064	9,852	2,788	39.5%

Whitestown Town unit received excess levy appeals totaling \$250,608; \$216,033 for annexation and \$34,575 for three year growth.

Zionsville Town

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$1,281,842	\$1,740,229	\$458,387	35.8%
Debt Service	549,361	1,659,027	1,109,666	212.0%
Park and Recreation	626,097	498,458	(127,639)	(20.4%)
Special Fire Protection Territory General	-	2,170,466	2,170,466	-
Special Fire Protection Territory Equipment Replacement	-	652,315	652,315	-

Zionsville Town unit received excess levy appeals totaling \$2,482,811; \$376,014 for annexation, \$1,982,700 for fire territory, and \$124,097 for three year growth.

Western Boone County School Corporation

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$2,688,358	\$3,038,603	\$370,245	13.9%
Transportation	855,054	964,057	109,003	12.8%
Bus Replacement	163,087	118,292	(44,795)	(27.5%)

Western Boone County School Corporation received a \$75,113 transportation excess levy appeal per P.L. 2-2006.

Zionsville Community School Corporation

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$13,829,980	\$15,074,210	\$1,244,230	9.0%
Debt Service	10,137,320	14,821,046	4,683,726	46.2%
Capital Projects	2,926,136	2,215,191	(710,945)	(24.3%)
Bus Replacement	618,427	683,108	64,681	10.5%

Zionsville Community School Corporation received excess levy appeals totaling \$955,299; \$923,611 for new facilities and \$31,688 for transportation per P.L. 2-2006.

Lebanon Community School Corporation

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$5,781,086	\$6,670,667	\$889,581	15.4%

Lebanon Community School Corporation received a \$36,185 transportation excess levy appeal per P.L. 2-2006.

Lebanon Public Library

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$252,334	\$356,191	\$103,857	41.2%
Lease Rental Payment	887,146	631,429	(255,717)	(28.8%)
Capital Projects	55,673	65,614	9,941	17.9%

Thorntown Public Library

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$184,531	\$203,858	\$19,327	10.5%
Lease Rental Payment	107,914	121,804	13,890	12.9%
Capital Projects	-	30,664	30,664	-

Hussey-Mayfield Public Library

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
Lease Rental Payment	\$678,642	\$556,526	\$(122,116)	(18.0%)

Hussey-Mayfield Public Library received an \$11,068 excess levy appeal for three year growth.

Zionsville Redevelopment

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
Tax Increment Replacement	\$13,142	\$46,866	\$33,724	256.6%

Eagle Township eliminated and Zionsville Town combined fire services starting in Pay 2007, which resulted in Eagle Township eliminating its Fire Fund levy. Eagle Township's Pay 2006 Fire Fund levy was \$54,252, and the Zionsville Town Special Fire Protection Territory General Fund levy for Pay 2007 is \$2,170,466. Zionsville Town's Pay 2006 Fire Department budget would have been included in the General Fund levy.

No units in the County exceeded the working maximum levy. All units in the County levied up to the working maximum levy except for Boone County Welfare (Children with Health Needs and Medical Assistance to Wards only), Harrison Township (Fire), Jamestown Town, and Whitestown Town.

No units in the County exceeded the normal statutory growth rate for controlled fund levies.

Changes in Real Property Gross Assessed Values

Real Property Gross Assessed Values increases by property class are as follows. Utilities gross assessed value data was not available for Pay 2006. Therefore, this property class has been excluded from this analysis.

<u>Class</u>	<u>% Increase</u>
Agriculture	15.9%
Industrial	30.1%
Commercial	21.0%
Residential	35.1%

Changes in the proportion of Gross Assessed Value by Class can create a burden shift from one class to another. The proportion (mix) of values of real property by class (this can represent the relative tax burden by class, except that it does not include the impact of deductions or credits).

<u>Class</u>	<u>2006 Ratio</u>	<u>2007 Ratio</u>
Agriculture	13.51%	11.98%
Industrial	5.21%	5.18%
Commercial	11.44%	10.59%
Residential	69.85%	72.24%

As can be seen from the analysis, a shift from agriculture, industrial and commercial property to residential property occurred. This shift was approximately 2.4% of the total.

Change in Net Tax Rates

Changes in net tax rate by district were as follows.

<u>District</u>	<u>Change in NAV</u>	<u>Change in Gross Tax Rate</u>	<u>Change in Business Personal Property Net Tax Rate</u>	<u>Change in Real Estate and Other Personal Property Net Tax Rate</u>	<u>Change in Homestead Net Tax Rate</u>
Center Township	10.21%	-10.74%	-11.03%	-10.73%	-7.95%
Lebanon City	20.30%	-10.60%	-1.81%	-9.96%	-6.05%
Ulen Town	15.02%	-10.72%	-10.98%	-10.67%	-7.59%
Clinton Township	8.26%	-5.68%	-5.31%	-4.24%	0.57%
Eagle Township	19.03%	-7.68%	-4.66%	-3.20%	0.09%
Zionsville Town	43.26%	-5.48%	-2.64%	0.63%	5.96%
Harrison Township	13.78%	-5.71%	-5.35%	-4.28%	0.51%
Jackson Township	17.06%	-5.78%	-5.44%	-4.36%	0.45%
Advance Town	-1.70%	0.16%	1.38%	2.09%	7.39%
Jamestown Town	13.41%	-4.13%	-3.50%	-2.34%	3.13%
Jefferson Township	11.31%	-4.88%	-4.34%	-3.19%	1.82%
Marion Township	18.86%	-11.00%	-9.24%	-7.81%	-1.88%
Perry Township	9.15%	-10.71%	-11.04%	-10.62%	-7.85%

Sugar Creek Township	3.71%	-4.51%	-3.92%	-2.82%	2.15%
Thorntown Town	21.82%	-5.88%	-5.64%	-4.38%	1.44%
Union Township	40.37%	-13.30%	-11.18%	-10.15%	-7.36%
Washington Township	18.28%	-4.91%	-4.39%	-3.23%	1.79%
Worth Township	30.50%	-11.65%	-12.13%	-11.81%	-9.40%
Whitestown Town	29.82%	3.01%	5.17%	8.55%	15.27%
Whitestown - Perry	37.39%	3.21%	5.46%	8.94%	15.85%
Average	18.99%	-6.35%	-5.48%	-4.18%	0.42%

Downward pressure on tax rates came from increases in Assessed Value due to trending.

Upward pressure on tax rates came from the increased Homestead Deduction and decreased Homestead Credit rate, as well as increases in tax levies. The County was not an early adopter of the inventory deduction.

Assessment Status

According to DLGF staff, real property and sales data are in compliance with departmental and statutory requirements, and auditor data will not be available until after certification is complete. Until review is completed, it is not possible to say whether the data is compliant with departmental and statutory requirements.

The DLGF has prepared an analysis of assessed valuation change by property class based on a review of parcel data. The results of this analysis are summarized in the table below:

Property Class	Percent of Parcels with Identified Assessed Valuation Change				
	<u>Decrease</u>	<u>No Change</u>	<u>0 - 30% Increase</u>	<u>30 - 100% Increase</u>	<u>More Than Doubled</u>
Commercial	8.7%	29.2%	47.9%	12.3%	1.8%
Industrial	19.8%	27.5%	19.8%	15.8%	17.1%
Residential	1.4%	12.0%	52.7%	32.7%	1.1%
Overall	2.2%	13.3%	52.0%	31.2%	1.4%

TIF Neutralization Worksheets

The County has several Tax Increment Areas. A Tax Increment Financing (TIF) Neutralization Worksheet must be completed for each TIF District in order to calculate tax increment generated by real property growth rather than increases in assessed valuation due to reassessment or trending. The TIF Neutralization Worksheets were not reviewed for numerical accuracy but for logical analysis and completeness.

For the purposes of calculating the increment to be captured, a negative assessed value base was used in the worksheet for the Lebanon Economic Development Area TIF District. It is not logically possible to have a negative base assessed value. Using a negative base assessed value increases the tax rate for the property taxpayers in the taxing district that are outside the TIF allocation area.

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Zionsville Community School Corporation received excess levy appeals totaling \$955,299; \$923,611 for new facilities and \$31,688 for transportation per P.L. 2-2006.

Lebanon Community School Corporation

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$5,781,086	\$6,670,667	\$889,581	15.4%

Lebanon Community School Corporation received a \$36,185 transportation excess levy appeal per P.L. 2-2006.

Lebanon Public Library

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$252,334	\$356,191	\$103,857	41.2%
Lease Rental Payment	887,146	631,429	(255,717)	(28.8%)
Capital Projects	55,673	65,614	9,941	17.9%

Thorntown Public Library

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
General	\$184,531	\$203,858	\$19,327	10.5%
Lease Rental Payment	107,914	121,804	13,890	12.9%
Capital Projects	-	30,664	30,664	-

Hussey-Mayfield Public Library

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
Lease Rental Payment	\$678,642	\$556,526	\$(122,116)	(18.0%)

Hussey-Mayfield Public Library received an \$11,068 excess levy appeal for three year growth.

Zionsville Redevelopment

<u>Fund</u>	<u>Pay 2006 Certified Levy</u>	<u>Pay 2007 Certified Levy</u>	<u>\$ Change</u>	<u>% Change</u>
Tax Increment Replacement	\$13,142	\$46,866	\$33,724	256.6%

Eagle Township and Zionsville Town combined fire services starting in Pay 2007, which resulted in Eagle Township eliminating its Fire Fund levy. Zionsville Town's Pay 2006 Fire Department budget would have been included in the General Fund levy.

According to the workpapers submitted with the Town's budget, the Zionsville Fire Department budget included in the General fund for 2006 was \$825,740. This made up approximately 21% of the Town's total General Fund budget. In this paperwork, 21% is then applied to the General Fund levy to come up with a Fire Department levy of \$273,017. Eagle Township's fire department budget was \$363,840, with a certified levy of \$54,252.

The 2007 Fire Protection Territory Operating budget is \$2,292,336. The levy for this fund is \$2,170,466. In addition, there is a Fire Protection Territory Equipment Replacement fund with a

levy of \$652,315. There is not a budget for this fund. The entire property tax levy is going toward the operating balance of the fund.

In summary, the Pay 2006 total fire protection levy for both Zionsville Town and Eagle Township was \$327,269. The Pay 2007 total levy for the Fire Protection Territory is \$2,922,781. This is a \$2,595,512 increase.

No units in the County exceeded the working maximum levy. All units in the County levied up to the working maximum levy except for Boone County Welfare (Children with Health Needs and Medical Assistance to Wards only), Harrison Township (Fire), Jamestown Town, and Whitestown Town.

No units in the County exceeded the normal statutory growth rate for controlled fund levies.

Changes in Real Property Gross Assessed Values

Real Property Gross Assessed Values increases by property class are as follows. Utilities gross assessed value data was not available for Pay 2006. Therefore, this property class has been excluded from this analysis.

<u>Class</u>	<u>% Increase</u>
Agriculture	15.9%
Industrial	30.1%
Commercial	21.0%
Residential	35.1%

Changes in the proportion of Gross Assessed Value by Class can create a burden shift from one class to another. The proportion (mix) of values of real property by class (this can represent the relative tax burden by class, except that it does not include the impact of deductions or credits).

<u>Class</u>	<u>2006 Ratio</u>	<u>2007 Ratio</u>
Agriculture	13.51%	11.98%
Industrial	5.21%	5.18%
Commercial	11.44%	10.59%
Residential	69.85%	72.24%

As can be seen from the analysis, a shift from agriculture, industrial and commercial property to residential property occurred. This shift was approximately 2.4% of the total.

Change in Net Tax Rates

Changes in net tax rate by district were as follows.

District	Change in NAV	Change in Gross Tax Rate	Change in Business Personal Property Net Tax Rate	Change in Real Estate and Other Personal Property Net Tax Rate	Change in Homestead Net Tax Rate
Center Township	10.21%	-10.74%	-11.03%	-10.73%	-7.95%
Lebanon City	20.30%	-10.60%	-1.81%	-9.96%	-6.05%
Ulen Town	15.02%	-10.72%	-10.98%	-10.67%	-7.59%
Clinton Township	8.26%	-5.68%	-5.31%	-4.24%	0.57%
Eagle Township	19.03%	-7.68%	-4.66%	-3.20%	0.09%
Zionsville Town	43.26%	-5.48%	-2.64%	0.63%	5.96%
Harrison Township	13.78%	-5.71%	-5.35%	-4.28%	0.51%
Jackson Township	17.06%	-5.78%	-5.44%	-4.36%	0.45%
Advance Town	-1.70%	0.16%	1.38%	2.09%	7.39%
Jamestown Town	13.41%	-4.13%	-3.50%	-2.34%	3.13%
Jefferson Township	11.31%	-4.88%	-4.34%	-3.19%	1.82%
Marion Township	18.86%	-11.00%	-9.24%	-7.81%	-1.88%
Perry Township	9.15%	-10.71%	-11.04%	-10.62%	-7.85%
Sugar Creek Township	3.71%	-4.51%	-3.92%	-2.82%	2.15%
Thorntown Town	21.82%	-5.88%	-5.64%	-4.38%	1.44%
Union Township	40.37%	-13.30%	-11.18%	-10.15%	-7.36%
Washington Township	18.28%	-4.91%	-4.39%	-3.23%	1.79%
Worth Township	30.50%	-11.65%	-12.13%	-11.81%	-9.40%
Whitestown Town	29.82%	3.01%	5.17%	8.55%	15.27%
Whitestown - Perry	37.39%	3.21%	5.46%	8.94%	15.85%
Average	18.99%	-6.35%	-5.48%	-4.18%	0.42%

Downward pressure on tax rates came from increases in Assessed Value due to trending.

Upward pressure on tax rates came from the increased Homestead Deduction and decreased Homestead Credit rate, as well as increases in tax levies. The County was not an early adopter of the inventory deduction.

Assessment Status

According to DLGF staff, real property and sales data are in compliance with departmental and statutory requirements, and auditor data will not be available until after certification is complete. Until review is completed, it is not possible to say whether the data is compliant with departmental and statutory requirements.

The DLGF has prepared an analysis of assessed valuation change by property class based on a review of parcel data. The results of this analysis are summarized in the table below:

Property Class	Percent of Parcels with Identified Assessed Valuation Change				
	<u>Decrease</u>	<u>No Change</u>	<u>0 - 30% Increase</u>	<u>30 - 100% Increase</u>	<u>More Than Doubled</u>
Commercial	8.7%	29.2%	47.9%	12.3%	1.8%
Industrial	19.8%	27.5%	19.8%	15.8%	17.1%
Residential	1.4%	12.0%	52.7%	32.7%	1.1%
Overall	2.2%	13.3%	52.0%	31.2%	1.4%

TIF Neutralization Worksheets

The County has several Tax Increment Areas. A Tax Increment Financing (TIF) Neutralization Worksheet must be completed for each TIF District in order to calculate tax increment generated by real property growth rather than increases in assessed valuation due to reassessment or trending. The TIF Neutralization Worksheets were not reviewed for numerical accuracy but for logical analysis and completeness.

For the purposes of calculating the increment to be captured, a negative assessed value base was used in the worksheet for the Lebanon Economic Development Area TIF District. It is not logically possible to have a negative base assessed value. Using a negative base assessed value increases the tax rate for the property taxpayers in the taxing district that are outside the TIF allocation area.